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ABSTRACT

This report describes and analyzes various devices and techniques that may be utilized in planning local school administrative compensation. The document outlines broad overall goals for compensation planning, describes and evaluates the application of a compensation plan in the St. Paul schools, and proposes alternative strategies for establishing administrative salaries in St. Paul. After reviewing the major components of a compensation plan, the report proposes the following: (1) transform an administrator compensation policy into specific goals and objectives, (2) base administratcr salary structure on a combination of variable ratios and internal ratios, (3) implement an administrator performance review program, and (4) increase involvement of and communication among those responsible for school management. (EA)

ED0 42232

A REPORT ON

ADMINISTRATIVE COMPENSATION PLANNING FOR ST. PAUL PUBLIC SCHOOL PERSONNEL

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February, 1970

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To: Members of the St. Paul Board of Education
John T. Lackner, Acting Superintendent of Schools

From: Clifford P. Hooker, Professor, University of Minnesota
Van D. Mueller, Associate Professor, University of Minnesota

Subject: Transmittal of Report on Administrative Compensation
Planning for St. Paul Public School Personnel

We are pleased to transmit herewith the Report on Administrative Compensation Planning for St. Paul Public School Personnel.

We wish to express to you our deep appreciation for the outstanding cooperation we have received from the Superintendent of School's office, the Congress of St. Paul School Administrators, the St. Paul School's Research Office, and the many administrators from throughout the district who contributed time and talent in discussing the many issues with us. It was this high level of enthusiastic and professional cooperation which made this study possible in the time available.

The recommendations and the data contained in this report speak for themselves. There are however certain points which should be highlighted.

... The present level of compensation for St. Paul school administrators should be considered only minimally competitive.

... The present position descriptions for St. Paul school administrators are totally inadequate.

... The validity of the present compensation structure cannot be fully assessed in the absence of both position descriptions and a performance review program.

... The attitude of the administrators in St. Paul toward performance review is such that their increased involvement in the design and implementation of such a process is essential.

... Total administrator compensation planning and execution requires adequate resources and controls, a research effort to improve methods and techniques, and a sound school board philosophy covering the entire program.

A major problem which needs early attention on the policy level is the need to develop goals and objectives of an administrator compensation plan in terms of the St. Paul School District's overall objectives. We would suggest early consideration of a mutual effort by school board and administrators to develop policy under which a detailed administrator compensation program could be planned.

We would strongly recommend that careful consideration be given to the possibility of establishing a new interim administrative salary structure comprised of those elements where supporting research and information are available yet consistent within overall policy goals. It was not consistent with the purposes of this study to initiate a broad-scale administrator task and job analysis or indeed to relate administrative tasks to the district organization pattern. It is not now possible to implement the recommended compensation program including administrative performance review. Not until policy judgments are made, positions analyzed and described, and a performance review system designed can a complete renewal of compensation structure be realized.

This study, as most studies, found many questions it could not or should not answer. These questions have been phrased as recommendations for subsequent research and planning. The involvement of district administrative personnel in the design and implementation of future studies is strongly encouraged.

We feel that the opportunity to work on this study was a privilege and we thank you for it. Certainly a major mission for the profession of educational administration is to provide compensation plans that are systematic, rational, and equitable. These plans must be directed toward improved leadership for the public schools. In the light of increased pressures by citizens for greater accountability and stewardship, we can think of no more important challenge for educational leaders to attend to.

PART I

GUIDEPOSTS TO ADMINISTRATIVE COMPENSATION PLANNING

Introduction. The explication of a process as profoundly important and as complicated as administrative compensation planning must necessarily begin with a discussion of its ultimate purposes. It is essential to begin at this point because the details of compensation planning, administration and review may obscure the view of the central issues that determine its character. Most simply, compensation programming for administrators is neither an instrument of control nor a means of manipulating administrators but rather a way of creating a climate in which the school organization and its administrative team can satisfy their respective needs.

The task of establishing this climate begins with a search for and an identification of values with which to guide the whole thrust of the school system's efforts and to shape its goals. One of the fascinating aspects of public education today is the mushrooming interest to improve its quality. While ideas to step up the educational level are of infinite variety and quantity there is virtually unanimous agreement that the key to the whole problem involves improving the people of the school system--particularly the leadership personnel.

While it is not exactly clear what the new improved educational leaders and the new school organization will be like, current trends suggest that the school administrator will be oriented toward excellence in and commitment to his work rather than, as in the past, toward security. And the school organization will be geared toward a system of continuous experimentation, innovation, and renewal rather than toward maintenance of the existing structure, the tight control of present activities, and the sentimental preservation of past traditions. The emergence of this new educational administrator and this new school organizational structure will be marked by a management philosophy that emphasizes the management of change rather than of stability. The process of administrative compensation planning and execution inevitably must reflect these values.

This report reflects an interest and concern with a number of important questions relevant to the ultimate goals of a systematic compensation plan for school administrators. Our present interest is in eight of these:

(1) What should be the goals of the compensation plan for administrative personnel?

(2) What major decisions are involved in developing a systematic approach to implement compensation policy?

(3) What positions should be included in the compensation plan for administrators?

(4) How are the relative importance and difficulty of administrative positions determined?

(5) How is the economic worth of administrative positions determined?

(6) How is the economic worth of individuals assigned to administrative positions determined?

(7) How is the compensation plan implemented and controlled?

(8) What criteria shall be used to assess the results of compensation planning?

It is our contention that when properly answered and understood these areas of concern form the bedrock values upon which a compensation plan must be based. Before the task of delineating the specific components of a compensation plan can be addressed the issues raised by the above questions must be faced and resolved. A brief treatment of each question insofar as it pertains to this study follows.

Goals of the Compensation Plan. A compensation system developed in a climate of sensitivity and humaneness can make an important contribution to attainment of specific objectives of the school organization in addition to providing satisfaction to the administrators. Goals to which the school district can relate its compensation planning include the following:

(1) Attracting and retaining qualified and desirable career personnel.

(2) Establishing and maintaining compensation levels which are internally consistent and externally competitive.

(3) Creating incentives to growth in performance ability and to encourage self-development.

(4) Motivating administrative personnel to optimum performance in present positions.

(5) Developing confidence of administrators in the intent of the school district to build equity and objectivity into the compensation plan.

(6) Relating compensation levels to importance and difficulty of positions; i.e. recognizing the unique role of the administrator.

(7) Making salaries commensurate with the kinds of personnel the organization requires.

(8) Establishing a compensation structure conducive to the economic, social and psychological satisfactions of administrative personnel.

PART I (continued)

The genesis of the effective plan for administering the compensation plan in any organization is compensation policy. This suggests that the governing body of the school district should stipulate in writing its intent with respect to the compensation of administrative personnel. Such a statement mutually acceptable to the school board and administrators should indicate in general terms the intent of the school district in making administrative compensation actions consistent and at systematizing the procedures for implementing the compensation plan.

As the process for designing and implementing a compensation plan for administrators is discussed in the following sections of this report the linkage between derivative plans and general policy is emphasized. Compensation policy is deemed to be essential to effective compensation planning. A suggested general policy statement is found in Appendix A.

IMPLEMENTING COMPENSATION POLICY

The illustration in Figure 1 provides the general design for a systematic approach to planning, preparing, and implementing a compensation program for administrative personnel. The quality and type of decisions chosen from the various alternatives during each stage of the plan's evolution will have direct bearing on the attainment of the goals described in the preceding section.

The development of a satisfactory compensation plan for administrators involves two major sets of problems. The procedural or technical aspects of translating policy into plans and procedures represents one type. The nature of the second problem area is more complex. It relates to the level of understanding of the nature of human satisfaction (administrator, public, etc.), held by the school board and superintendent and their use of the processes of administration to create and maintain a compensation system of mutual advantage to both individual and organization.

The nature of the problems paced in each phase of the compensation plan, alternative values expressed in arriving at decisions, and the methods by which the parts are linked together to form a total compensation system are considered in the sections which follow.

Delineation of Administrative Positions. School systems have been slow to standardize organizational terminology. Examination of school organization charts will reveal instances of: (1) absence of differentiation between line and staff personnel; (2) different titles assigned to identical positions; (3) wide differences in compensation for positions with identical titles; (4) administrative titles assigned to positions which are non-administrative; (5) non-administrative positions included in the administrative compensation plan; (6) titles being assigned to justify salary increases, and (7) personnel having titles not descriptive of the position function.

The relationship between systematic development of an administrator compensation plan and definition of administrative positions should be readily apparent. Lack of attention to a functional scheme for defining and classifying administrative positions is conducive to technical and human problems that are both related and unrelated to compensation. The precision with which positions in the administrative hierarchy are described, titled, and related to each other will have a significant bearing on the decisions regarding importance and responsibility assigned to the position.

PART I (continued)

FIGURE I

THE PROCESS OF DEVELOPING A COMPENSATION PLAN

STEP	ACTIVITY	EXPLANATION
1	COMPENSATION POLICY	*BOARD ADOPTS GENERAL COMPENSATION POLICY*
2	DEFINITION OF ADMINISTRATIVE POSITIONS	*SUPERINTENDENT AND STAFF IDENTIFY POSITIONS IN DISTRICT ORGANIZATION ENTITLED TO ADMINISTRATIVE COMPENSATION. POSITION DESCRIPTION PREPARED FOR EACH POSITION.*
3	HIERARCHY OF ADMINISTRATIVE POSITIONS	*SUPERINTENDENT AND STAFF DETERMINE RELATIVE IMPORTANCE AND RESPONSIBILITY ATTACHED TO EACH ADMINISTRATIVE POSITION WITH USES OF ORGANIZATIONAL CHARTS, POSITION-RESPONSIBILITY ANALYSES, AND POSITION DESCRIPTIONS*
4	ECONOMIC VALUE OF ADMINISTRATIVE POSITIONS	*SUPERINTENDENT AND STAFF ESTABLISH SALARY RANGES FOR EACH ADMINISTRATIVE POSITION*
5	ECONOMIC WORTH OF INDIVIDUALS ASSIGNED TO ADMINISTRATIVE POSITIONS	*SUPERINTENDENT AND STAFF ESTABLISH ELEMENTS TO DETERMINE ECONOMIC WORTH OF INDIVIDUALS ASSIGNED TO ADMINISTRATIVE POSITIONS*
6	FORMAL ADOPTION OF ADMINISTRATIVE COMPENSATION PLAN	*SUPERINTENDENT AND STAFF SUBMIT TENTATIVE DRAFT OF COMPENSATION PLAN FOR BOARD CONSIDERATION. WHEN PLAN MEETS BOARD AND ADMINISTRATOR REQUIREMENTS, IT IS FORMALLY ADOPTED, INTERPRETED TO COMMUNITY, AND INCORPORATED INTO BUDGET PLANNING*
7	CONTROL OF PLAN	*PLAN IS CONTINUOUSLY MONITORED TO DETERMINE IF IT RESULTS IN ORGANIZATIONAL AND INDIVIDUAL EXPECTATIONS. ADJUSTMENTS ARE MADE BY RE-CYCLING AT APPROPRIATE STAGE IN PLANNING PROCESS*

PART I (continued)

In order to differentiate between administrative and non-administrative personnel and, in effect, determine who qualifies for administrative compensation both definition and detailed specification of the term "administrator" must be developed. A statement by Bertram Gross on the authority of administrators provides some insight:

> The authority of administrators consists of the rights to engage in certain actions needed for the guidance of organizations or units thereof. These rights to (a) receive, request, and transmit certain kinds of information, (b) make certain kinds of decisions, (c) initiate action through commands and other forms of activation, and (d) allot certain types of rewards and punishments. Some of these may be exclusively held, some may be shared jointly with others. All of them may be tied together in one bundle labelled "the right to exercise power in certain situations for the achievement of certain purposes." (Bertram M. Gross, The Managing of Organizations: The Administrator Struggle, Vol. I (New York: MacMillan Co., 1964) p. 294.

Castetter has further defined an administrator as one who:

> Is certified as a professional either in the field of education or in a field of specialization (law, auditing, accounting, engineering, medicine) by the laws and regulations governing certification in the state, and (a) who has been granted formal (written) authority to act in an administrative capacity, and (b) whose work consists of a superior-subordinate relationship with staff rather than pupil personnel, and (c) who serves under the rules and regulations of the administrative unit, and (d) whose work is under the direction and control of the administrative unit, and (e) who is assigned to work which provides a service for the administrative unit, and (f) who is eligible for personnel benefits provided by the administrative unit. (William B. Castetter)

When the compensation of administrators is based upon the relative amount of responsibility they exercise, position delineation is essential. The position description (a more complete discussion and illustrations are found in Appendix B) is one of the planning devices by which a compensation plan is developed. It is strongly suggested that organization planning is an important antecedent to compensation planning and provides the basic information required for decisions specifying relationships among administrative positions.

Position Evaluation and the Administrative Hierarchy. When the number and nature of positions to be included in the administrative structure have been determined, the next step involves provision of a method for: (1) grouping administrative positions according to structural levels, and (2) assigning values to positions within and among levels. Position evaluation is one of several means through which the concept of equity is applied to the compensation plan. Values are established on the assumption that some positions entail greater responsibility and are more difficult to perform than others; the more difficult and important the position, the higher should be the compensation.

Placing relative values on administrative positions by logical means leads to analyses of each position and its relationship to all other positions in the administrative hierarchy. Alignment of positions can be accomplished by various methods, none of which can be absolutely precise or infallible because of the difficulties associated with accurately describing all of the variety of factors associated with expected behavior in given position. Regardless of the approach utilized to determine position assignment the judgments of compensation planners will likely be essential.

Organizational charts, position descriptions, and position responsibility tabulations are the technical tools that can be used to organize criteria and derive information to aid in making decisions on grouping and aligning administrative positions.

While organization charts have serious limitations in illustrating an organization or its structure they do contribute information about the division of work, superior-subordinate relationships, and the various authority levels. The position descriptions complement the organizational chart and are used to examine the work allocated to each position, as well as position relationships. The next major data requirement can be achieved by a method of relating administrative responsibilities to positions. For example, administrative responsibilities might be grouped under four headings: planning, organizing, leading, and controlling. Functional areas in which responsibilities are exercised; i.e. program, community relations, personnel, etc. are added and an analysis to determine the significant responsibilities by position can be made. The primary purpose of gathering this information is its use as a basis for grouping positions that are similar in responsibility and for ranking positions according to organizational importance.

Having decided the relative groupings for administrative positions, the next step is to utilize these groupings to arrive at a compensation index. While the compensation index can be central to the operation of a compensation plan the need for flexibility is necessary to reflect the possibility of problems such as marked differences in responsibility among positions within a given level, and in contractual arrangements for personnel according to differing lengths of the work year. Methods to resolve the length-of-work-year issue can be applied as part of systematic compensation planning beginning with review of all positions to decide what the operational requirements for completing assigned tasks are. Methods for adjusting compensation for length-of-work-year include:

(1) establishing different salary schedules for ten- and twelve-month contracts; (2) varying the salary ratio for contracts with differing work years; (3) adding a dollar amount to the annual salary equivalent to a prorated monthly salary; and (4) establishing a flat rate dollar differential within a given position level for work year differential.

Establishing Economic Values for Administrative Positions. Having established the foundation for an administrative salary structure by development of the position responsibility/description patterns the next step requires the assignment of economic values for each of the several position levels. Decisions are required to establish and assign economic values within each level as well as between levels. The resulting plan should: (1) provide reasonable relationships within and between levels; (2) maintain an external competitiveness to attract and retain administrators of high calibre; (3) be flexible enough to recognize differences in contributions of individual administrators; and (4) aid the school district in providing reasonable solutions to a variety of unforeseen compensation problems.

Regardless of the salary plan adopted for administrators, a base or foundation figure is essential. The decision to select a salary base should depend upon a variety of factors, such as salaries currently prevailing in and out of the system, the cost of keeping administrative salaries at competitive levels, and the impact of the administrator salary program on salary relationships within the total district personnel compensation structure. The accomplishment of the goals of the administrative compensation plan will be influenced by the organization decisions to pay more than, the same as, or less than the typical base or minimum salary for administrators.

The relevant factors presented in the preceding commentary on the planning for administrative compensation are summarized in the following propositions:

(1) An equitable compensation plan for administrative personnel can be developed on the basis of the position hierarchy with the school organization. By means of position appraisal and description, compensation levels can be established, positions grouped within these levels, and position values and responsibility factors specified within and between levels;

(2) The number of compensation levels should normally correspond to the number of levels of authority in the district organizational structure;

(3) The responsibility level to which an administrator is assigned does not automatically determine the level of compensation. The extent involved in performing the work of the position should be the deciding factor;

(4) The ratio between the minimum and maximum salaries in the compensation plan can be used to establish a compensation relationship for each position level as well as a compensation range expressed in dollars;

(5) A range of position values can be established for each of several levels. In establishing the maximum salary for each level the assumption is that there is a point beyond which the value of the

position will not increase regardless of length of service, competency or training level;

(6) Salary values should increase from minimum to the maximum within any given level and should become progressively larger between levels;

(7) The compensation plan should recognize unique instances where additional responsibilities are not reflected in position responsibility data;

(8) Compensation for length of work year need not be reflected in the value of the position; and

(9) The validity of the compensation plan will depend to a large extent on the salary range.

Factors in Assignment of Economic Worth of Individuals. The goal of a systematic approach to attracting, retaining, and rewarding competent administrative personnel requires provision for the control of qualifications of personnel assigned to administrative positions. There are at least three factors about which decisions need to be made, both as to inclusion or exclusion of the factor and as to the relative emphasis to be allocated to each factor. The factors to be considered here are: professional preparation, experience, and quality of performance.

The trend in administrator certification requirements during the last two decades, public demand for increased administrator effectiveness, and the establishment of preparation requirements in position specifications have changed somewhat the practice of placing heavy emphasis upon preparation as a salary determinant during rather than prior to initial employment. The reasoning here is that the position calls for and the salary schedule pays for preparation at the time of employment. Preparation this rationale suggests is needed at the time of assignment to the administrative position and should be paid for at that time. This does not suggest that recognition of continued preparation during service should be excluded from the compensation plan. Indeed with the increased complexity and changing nature of the demands on public administrators it would undoubtedly be to the districts' benefit to encourage continued professional growth. The issue raised relates primarily to the danger of undue emphasis on preparation as a salary determinant because the use of sabbatical leave provisions, in-service education programs and other devices may better assure the district of up-to-date competent administration.

The issue of how much emphasis should be given the administrative experience factor is a question related significantly to the achievement of compensation goals. Most administrative positions at the higher levels require experience. At the lower levels, opportunities for promising individuals to acquire administrative experience is an important form of professional development. The advent of ratio differential schedules for administrators has seemed to mediate against the use of separate factors such as preparation and experience. The experience factor even in ratio systems has tended to be given greater emphasis than either training or performance factors.

The inclusion of a performance factor in administrative salaries may be recognized by developing a salary range rather than a single salary for each position. The real problem is not whether professional effectiveness should be considered as a salary determinant, but how to design a system to determine which performances are effective and which are ineffective during a given period of time. A more detailed description of a possible performance review plan is contained in Appendices C-F. It should be noted however that a plan of appraisal of administrator performance is essential to the conduct of any organization, even if the performance factor is formally excluded initially from consideration in the compensation plan.

The alternative possibilities available to the compensation planner to accommodate individuals to the plan include automatic increases based on (1) length of service; (2) automatic increases based on increased preparation; (3) increases based on quality of performance; and (4) any combination of (1), (2), and (3). It is also assumed that the most important element in any administrative compensation plan is the position classification. It is very likely that the most significant salary differential will be provided through position classification since preparation and experience become expected characteristics particularly at the upper levels of administrative assignment.

Implementation and Control of the Compensation Plan. It is the intent of this final section of this segment of the report to focus briefly upon three aspects of compensation administration: (1) testing the compensation plan; (2) formalizing the plan; and (3) controlling the plan.

The presentation in this section contains descriptive material about the several possible components of a compensation plan for school administrators, all or part of which may or may not be useful in establishing a compensation plan for any given school district. The factors discussed are suggested as possible criteria through which an evaluation of the mechanics of a specific plan may be related to the overall goals decided upon. Each school system must decide what kind of administrator compensation plan it is able to implement and maintain. Working within the alternatives available testing against a set of assumptions will help to decide whether the consequences produced by a proposed system are preferable to the existing structure. The purpose of the brief review of the complete process for compensation planning is to provide a context within which the proposals to be evaluated in Part II and Recommendations in Part III of the report can be considered.

It was noted earlier in this discussion that a broad compensation policy should be formally adapted by the school board to guide organizational thinking and action in regard to administrative compensation. In addition, it is desirable that the board should approve a detailed compensation plan to implement the policy statement. This plan should be comprehensive in scope and include the specific factors related to compensation planning such as: (1) definition of administrative positions; (2) position descriptions; (3) organizational charts; (4) definition of elements to be included in determining salary levels within positions, etc.

The process by which the school district assesses the extent to which performance of the compensation plan conforms to the adopted plan is referred to as control. One of the major activities of administration is control. It consists of setting standards, monitoring action, and taking corrective steps. In assessing the extent to which the actual operation of the plan conforms to standards, the goals adapted by the school board might be used as standards. The strategic points of the plan that can be monitored to gain information

PART I (continued)

include: (1) administrative recruitment and selection; (2) performance appraisals of individual administrators; (3) district organizational structure; and (4) expenditure pattern as part of overall personnel salaries. The problem of controlling the compensation plan is as vital as its design.

The information yielded by monitoring the implementation and operation of the system provide the basis for the final control element, re-cycling the process for adjustment and improvement to assure the achievement of the overall goals.

PART II

A DESCRIPTION AND EVALUATION OF THE COMPENSATION PLAN FOR ADMINISTRATORS IN ST. PAUL

The salary schedule and policies pertaining to administrator compensation in St. Paul are described in the School Code. This volume is amended periodically to satisfy contemporary conditions. Most of the changes in recent years may be regarded as minor because they pertain to the details rather than the substance or basic assumptions of the schedule. Both the conceptual framework and the components of the system are examined in the paragraphs which follow. Part II ends with a discussion of salary levels for administrators in St. Paul and a selected sample of school districts.

CONCEPTUAL FRAMEWORK

A compensation plan for administrators should rest on a foundation of school board policy which makes explicit the purpose and goals of the plan. The policy statement should cover all of the components which are incorporated in the salary schedule. While a statement of this nature is necessarily broad and general, it should be sufficiently specific to guide the formation of a salary schedule. For example, the policy could state that it is the policy of the Board to keep administrative costs to a minimum; or the policy might indicate that the Board expects to equal or exceed compensation levels in other school districts in the Twin Cities area. Clearly, these two potential statements of policy reflecting opposing points of view can be translated into the details of a salary package.

There is no evidence that the St. Paul Board of Education has consciously adopted a compensation policy for administrators. Failure to do so has created some anxiety in the minds of the administrators. Also, the absence of a clear statement of policy as a guide to action has contributed to a piecemeal approach which lacks consistency.

The conceptual design for a compensation plan for administrators in any organization should also recognize the unique role of the administrator, especially as it relates to personnel. The plan should make it possible for him to exercise complete objectivity as he participates in the appointment, supervision, promotion, punishment, assignment, and discharge of employees. A recognition of this distinction between the technical tasks of a teacher and the role of an administrator is especially critical in a school organization. The lay board of education must make its professional specialists, the administrators, accountable for the performance of the educational enterprise. This includes the expectation that every administrator will insist on high productivity from everyone whom he supervises. Therefore, a clear delineation of roles should be reflected in the theoretical framework for the compensation plan and in the absolute magnitude of the salaries. Compensation plans which include a mathematical linkage between salaries for teachers and administrators guarantee the latter but violate the former.

The conceptual design for the administrator salary plan in St. Paul is based on the premise that teachers and administrators perform highly similar roles in the schools. The added responsibility of the administrator is recognized in the ratio, which always exceeds 1.0, but there is an implicit assumption that the administrator is a teacher. It follows, therefore, that a mathematical tie between the salaries of teachers and administrators is rational. Perhaps this concept had some validity at one time when teachers were not well educated and subject area and grade level specialists were not available to assess teachers. In those days the principal was the "head teacher" or "master teacher" for the neophytes to emulate. Few would argue that this is an accurate description of contemporary conditions in the St. Paul schools but the vestiges of this philosophy have been perpetuated through the salary policies of the district.

The direct link between the salary schedules for teachers and administrators dates back to a St. Paul City Ordinance of 1926. This Ordinance, which established a flat dollar differential between the two schedules, remained in effect until 1960 when a monthly ration plan was adopted by the Board of Education. An annual ratio plan was substituted for the monthly ratio plan in 1966. The titles of positions covered by these ratios and the changes between 1960 and 1970 are shown in Appendix G. A complete listing of current administrator salaries in St. Paul by classification and including information on work year, ratio, etc., is included in Appendix H.

The collective action of teachers has exposed another flaw in the "fixed ratio" salary plan for administrators. These written agreements between school boards and teacher organizations often include grievance procedures. Representatives of the teachers often charge administrators, normally at the building level, with a violation of the collective contract. Since the principal's prerogatives are frequently eroded at the bargaining table, his enthusiastic acceptance of the agreement may be open to question. However, the danger of a conflict of interest is ever present if the accused administrator is indebted to those who make such charges. Since collective contracts include agreements pertaining to working conditions as well as levels of compensation, most administrative decisions at the building level have the potential for a grievance against the principal. Consider, for example, the dilemma of a principal who contemplates the list of his duties which is described as follows in Section 2.7 of the School Code:

> "He (the principal) shall be responsible for duties commonly associated with the position of principal such as the following:
> i. Reporting immediately to the proper assistant superintendent any employee who, in his judgment, has been habitually negligent, insubordinate, incompetent, inefficient, unduly absent, or guilty of conduct unbecoming a teacher or public school employee. Employees must be reported if their conduct is prejudicial to the good order, efficiency or discipline of the service, or whose behavior indicates possibility of mental or physical conditions that render them unfit for service..."

COMPONENTS OF THE ADMINISTRATOR SALARY PLAN

The foregoing discussion of the conceptual framework for an administrator salary plan provides the structure for an examination of the components of the plan. These components are the procedures and details which add form to the framework. Their purpose is to facilitate the administration of the school board compensation policy for administrators. The first and most conspicuous omission in the components of the salary plan in St. Paul pertains to evaluation of performance. There is no organized effort to evaluate the performance of administrators. Moreover, the position descriptions for central office administrators make no direct reference to the evaluation of administrative performance. Curiously, this important function of administration has simply been ignored or at best it is subsumed within other functions. For instance, the position description for the Assistant Superintendent - Instruction includes no reference to the evaluation of individuals within the organization. Possibly this activity is implied in oblique references to the supervision and administration of programs such as "elementary, secondary, and vocational instruction" (School Code, Section 2.3-2). However, this language is vague and seems applicable to programs in general rather than to the administrators under the direction of the assistant superintendent. Certainly, there is no mandate here for the assistant superintendent to establish administrator evaluation procedures.

Closely akin to the weaknesses in the evaluation procedures is the incredible state of the position descriptions for administrators. In fact, effective and equitable evaluation procedures cannot be established until the position descriptions have been totally rewritten. In their present condition they are mere statements of general responsibilities. For example, the School Code, Section 2.4 describes the position of Director and Assistant Director as follows:

> "Directors and Assistant Directors shall exercise such authority and shall perform such duties as may be assigned to them by the person under whose direction they work."

Granted, many of the position descriptions are more complete than the one cited above, but none of them approach the requirements needed to form the basis for administrator evaluation.

An iron-clad tenure law is essential protection for administrators who might be subjected to dismissal following an evaluation on a position description of the type quoted above. The position descriptions should: (1) describe the basic purpose or function of the position; (2) identify the individual to whom an administrator is accountable; (3) include a list of duties and responsibilities; (4) establish the most important tasks to be performed; (5) describe obligations for professional growth and development;

(6) place limits on authority; and (7) identify expected relationships with others. Even the best position descriptions in St. Paul seldom include anything beyond the first two elements cited above.

Section 4.4-1 of the School Code describes the administrator salary plan as follows:

> "The employees listed in this section shall be paid an annual salary computed by multiplying the basic salary they are entitled to under Section 4.1 (basic salary schedule for teachers) by the ratio indicated below. However, application of this ratio shall be limited to salaries up to and including salaries for the 12th step of the Master's degree lane. Increments for additional experience and additional education beyond the 12th step of the Master's degree shall be the amount indicated in the basic salary schedule computed at a proportionate rate for additional days worked beyond the work year established for teachers. Career increments for 20 and 25 years of service in the St. Paul Public Schools shall be at the same annual stipend as established in the basic schedule."

The four identifiable elements of the salary schedule for administrators are education, experience, length of contract, and responsibility. The first two elements are inherent in the single salary schedule for teachers and the last two are made explicit in the ratios which are assigned to the various administrative positions. The exact combination of the elements in any one ratio is not clear. For example, a quoted ratio of 1.54 for a secondary principal includes a mix which cannot be understood without an analysis of the type shown in Table I. This computation, like the entire administrator salary plan, is somewhat complicated to say the least. Perhaps all of this explains why very few administrators in St. Paul can calculate their own salary.

PART II (continued)

TABLE I

St. Paul Public Schools
Salary Information '69-70

Position	Time plus responsibility '69-70 Ratio	Duty Days(1)	Responsibility Ratio(2)	M. A. Salary	Pay Weeks	Work Weeks
Director	1.80	233	1.42	$23,400	52	48
Ass't Director	1.70	233	1.34	22,120	52	48
Supervisor	1.50	233	1.18	19,560	52	48
Ass't Supervisors	1.375	233	1.09	17,960	52	48
Coordinator	1.43	233	1.13	18,664	52	48
Sr. High Principal	1.54	204	1.39	20,042	44	42
Jr. High Principal	1.50	199	1.39	19,522	43	41
Ass't Sec. Principal	1.32	194	1.25	17,211	42	40
Elem. Principal I	1.37	194	1.30	17,851	42	40
Elem. Principal II	1.32	194	1.25	17,211	42	40
Ass't Elem. Principal	1.21	194	1.15	15,803	42	40
School Social Worker	1.04	184	1.04	13,612	40	38
Counselor	1.10	194	1.04	14,395	42	40
Psychologist	1.15	204	1.04	15,050	44	42
Consultant VIII	1.70	233	1.34	22,120	52	48
Consultant VII	1.63	233	1.29	21,224	52	48
Consultant VI	1.57	233	1.24	20,456	52	48
Consultant V	1.51	233	1.19	19,688	52	48
Consultant IV	1.44	233	1.14	18,792	52	48
Consultant III	1.38	233	1.09	18,024	52	48
Consultant II	1.32	233	1.04	17,256	52	48
Consultant I	1.25	233	0.99	16,360	52	48
Teacher	---	184	---	13,100	40	38
Teacher with maximum extra-curricular	---	184	---	15,586	40	38

(1) Duty days excludes holidays and paid vacations

(2) Responsibility ratio is arrived at by dividing the "time + responsibility ratio" by the ratio of duty days for the position divided by the duty days for teachers.

Example-Directors	Directors Current Ratio	1.80	1.80	1.42
	Duty Days	233	1.266	
	Teacher duty days	184		

i.e. 1.42 equals the ratio for responsibility

PART II (continued)

An examination of the present salary levels for administrators in St. Paul indicates a generally competitive salary position. Interviews with a sample of St. Paul administrators corroborated the consultants' observations. It should be noted that comparative analyses of administrator salaries are subject to fatal bias unless position descriptions and responsibility factors are also compared and corrective adjustments made. The limited nature of the study did not allow for exhaustive analysis of this type. Therefore, caution has been exercised in these statements concerning comparative salary levels.

However, administrator salary levels in St. Paul do seem to meet the criteria of competitiveness. An example of the model character of the St. Paul administrator salaries is found in Table II. Additional analyses of comparative data for other administrative positions show St. Paul salaries to be within a competetive range albeit on the lower side.

PART II (continued)

TABLE II

ST. PAUL PRINCIPALS SALARIES COMPARED WITH PRINCIPALS SALARIES IN NINETEEN SCHOOL DISTRICTS NEAR ST. PAUL

SCHOOL YEAR 1969 - 70

School Districts	Median Principal Salary	
	Junior High School	Senior High School
Anoka	21100	20512
Bloomington	20921	24600
Columbia Heights	19972	21736
Duluth	17412	18000
Edina	22950	--
Hopkins	22200	23376
Minneapolis	20300	21550
Mounds View	21030	23345
Richfield	21600	21000
Robbinsdale	20690	22050
Rochester	20877	21672
Roseville	21870	21600
St. Louis Park	21270	22515
St. Paul	20260	20792
St. Paul Park	16000	22320
South St. Paul	20282	20090
Stillwater	17455	20500
West St. Paul	20700	--
White Bear Lake	20267	--

PART III

ALTERNATIVE APPROACHES TO ESTABLISHING SALARIES FOR ADMINISTRATORS IN ST. PAUL

Five different approaches to the development of a compensation plan for St. Paul administrators are described below. While additional plans could be proposed, these five seem to have the most potential in this case. They are presented in no particular order and no importance should be assigned to the length of the narrative pertaining to each approach or the listed number of advantages or disadvantages. Clearly, any assessment of the plans must be based on some evidence or an opinion about what a compensation plan should accomplish. In this instance, the criteria described in Part I were used.

I. FIXED RATIO TO TEACHERS' SCHEDULE

For purposes of this report a fixed ratio of this type is a mathmatical expression of the relationship between the salaries of teachers and administrators. An adjustment in the schedule for teachers automatically results in a proportionate change in the salaries for administrators. This plan is presently used in St. Paul.

A. Advantages

The fixed ratio to teachers' schedule:

(1) is highly acceptable to the administrators. Of the 40 plus persons interviewed, virtually everyone insisted that the present salary plan is basically sound.

(2) has a quality of being self-administered. Once salaries for teachers are determined, there is little need for negotiations with administrators.

PART III (continued)

(3) enjoys the sanction of all professional associations and is used in some form in a majority of school districts with enrollments in excess of 6,000 pupils. The June, 1969 issue of ERS Information Aid includes the following:[1]

> In its annual analyses of local salary schedules, the NEA Research Division has noted a gradual but steady increase in the number of school systems where salaries scheduled for administrative and supervisory personnel are directly related to schedules for classroom teachers. Summary data from the Research Division's 1968-69 report on administrative salaries are shown in the tables on page 2 of this Information Aid. It will be noted that, of 755 schedules examined, 547 (72 percent) provide for determining salaries of administrators by relating them to the teachers' schedule. Of these, 448 (59 percent) apply a ratio, or index, figure to a specified step, or steps, of the teachers' schedule.

DISTRIBUTION OF 755 ADMINISTRATIVE SALARY SCHEDULES ACCORDING TO RELATIONSHIP TO CLASSROOM TEACHERS' SCHEDULES, 1968-69

Relationship	100,000 or more pupils	50,000-99,999 pupils	25,000-49,999 pupils	12,000-24,999 pupils	6,000-11,999 pupils	TOTAL
Ratio (or index)	9 (36%)	20 (41%)	38 (49%)	136 (60%)	245 (65%)	448 (59%)
Dollar differential	5 (20%)	5 (10%)	13 (17%)	27 (12%)	49 (13%)	99 (13%)
Independent	11 (44%)	24 (49%)	26 (34%)	63 (28%)	84 (22%)	208 (28%)
TOTALS	25 (100%)	49 (100%)	77 (100%)	226 (100%)	378 (100%)	755 (100%)

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[1] Educational Research Service (ERS) is operated jointly by the American Association of School Administrators and the Research Division of the National Education Association.

PART III (continued)

(4) allows flexibility of assignments, because the salary is not tied to size or location of the school.

(5) maintains a proportionally stable differential for the responsibility of the administrator.

B. Disadvantages

The fixed ratio to teachers' schedule:

(1) fails to recognize the changing nature of the relationship between teachers and administrators. Collective action of teachers, often resulting in written contracts, has sharpened the difference in roles of teachers and administrators. As explained in Part II of this report, the fixed ratio plan creates a potential conflict of interest for the administrator.

(2) as practiced in St. Paul is exceedingly complex. In fact, many of the persons interviewed did not know how to calculate their own salary. The formula is especially complicated for individuals with training beyond the Master's degree level who are on a twelve-month contract.

(3) in St. Paul, which is based largely on the 12th step of the Master's degree lane, has a tendency to depress this figure in the teachers' schedule. Each dollar added to this step is multiplied several fold when the ratios for administrators are applied. Apparently, both parties to salary negotiations for teachers recognize this fact and agreed to adding the 13th step for teachers only in the 1969-70 schedule.

The St. Paul teachers M.A. maximum salary is compared with M.A. maximums in 17 Twin Cities area school districts in Table III.

PART III (continued)

TABLE III

ST. PAUL TEACHERS MA MAXIMUM SALARY

COMPARED WITH MA MAXIMUMS

IN 17 SCHOOL DISTRICTS NEAR ST. PAUL

SCHOOL YEARS 1965-70

School Districts	1965-66	1966-67	1967-68	1968-69	1969-70
Anoka	$10,455	$10,552.50	$11,587	$12,918	$14,300
Bloomington	10,823	11,100	11,709	13,172	14,200
Columbia Hghts.	10,468	10,744	11,204	13,200	14,310
Edina	10,710	11,101	11,813	13,536	14,506
Hopkins	10,650	11,100	11,750	13,300	14,750
Minneapolis	9,825	10,400	11,100	13,050	13,535
Mounds View	10,700	11,050	11,850	13,200	14,400
North St. Paul	10,480	10,820	11,430	12,906	14,140
Richfield	10,600	11,100	11,794	13,300	14,200
Robbinsdale	10,600	11,000	11,615	13,300	14,200
Roseville	10,400	11,021	11,536	12,978	14,420
St. Louis Park	10,700	11,130	11,790	13,469	14,650
ST. PAUL	9,200	9,900	11,000	12,000	12,800* (12th step)
St. Paul Park	10,150	10,875	11,275	12,400	13,750
So. St. Paul	10,679	10,951	11,403	12,489	13,937
Stillwater	10,200	10,650	11,150	12,400	13,800
West St. Paul	10,608	10,812	11,704	13,167	14,145
White Bear Lake	10,400	11,000	11,370	13,000	14,360

* MA maximum $13,100

(4) Includes but four variables--training, experience, responsibility, and length of contract. While merit is inferred in that administrators with more than minimum education and experience are assumed to be more competent and are, therefore, paid more than some of their peers, there is no direct tie between administrative performance and compensation.

II. VARIABLE RATIOS

A ratio system could be used to establish floors for administrator salaries with an added range to accommodate one or more additional variables. For example, a ratio of 1.37 (the present level) might establish the base pay for elementary school principals. However, the range for these administrators might be 1.37 to 1.45, depending on the weighting assigned to additional variables, such as administrative performance, size of school, or socio-economic level of the community served by the school.

A. Advantages

The variable ratio:

(1) would essentially preserve the ratio system which is so popular with administrators.

(2) would provide flexibility and have the potential for additional rewards to administrators whose performance is rated superior, or whose responsibilities are greater.

B. Disadvantages

(1) The weighting of performance and responsibility is a highly subjective activity.

(2) The performance review that would be required is expensive in terms of administration time.

(3) A performance review should be based on tightly written and agreed upon position descriptions. The present condition of position descriptions in St. Paul does not satisfy this criterion.

(4) The administrators are strongly opposed to any salary system which includes subjective variables such as performance.

(5) The variable ratio plan could induce some undesirable rigidity into the system. Since administrators in St. Paul are covered by the tenure laws of Minnesota it would not be possible to transfer an administrator if this resulted in a reduction in his salary. However, a change in the ratio for an individual would be possible at the end of a contract year, providing such a change did not produce a lower salary than was paid for the previous year of service.

(6) The socio-economic level of schools may change rapidly as the Board of Education attempts to eliminate de-facto segregation in the schools.

III. PARALLEL SALARY PLAN

This arrangement would incorporate two of the other plans described in this report. All incumbents would continue on the existing fixed ratio schedule, while all new administrators and persons promoted within the system would accept appointments on an alternate schedule. The two plans would function simultaneously until all incumbents retire or elect to transfer to the alternate plan.

PART III (continued)

A. Advantages

The parallel salary plan:

(1) would provide an opportunity to test new approaches while preserving the framework of the existing ratio schedules. Parallel salary plans would create an opportunity to evaluate the effectiveness and acceptability of different salary policies.

(2) would give the Board of Education an opportunity to demonstrate that its concern about the fixed ratios is based on a sincere interest in improving administrator performance, rather than in simply reducing salaries as the administrators suspect.

(3) is probably the most acceptable alternative to the St. Paul administrators if the present fixed ratios are to be abolished.

B. Disadvantages

Most of the disadvantages would depend on the alternate plan which would be selected. However, disadvantages inherent in a parallel salary system include the following:

(1) Administrators with comparable responsibility and qualifications might not receive the same salary if they are on different salary plans. This situation might create a morale problem.

(2) The process of phasing in the new schedule might take many years. While there may be no reason to hasten the process, if the fixed ratio system is dysfunctional or the new plan proves to be superior, then, perhaps, a more rapid transition would be in order.

PART III (continued)

(3) The administrators now employed in St. Paul would be confronted by a set of perplexing choices. Those not opting for the new plan might be suspect by central office administrators, while those who chose the new plan would arose the suspicions of their peers. Of course, this particular disadvantage could be eliminated by making the new plan available only to new and promoted administrators.

IV. INTERNAL RATIOS

Reference was made earlier to the dilemma of building administrators in salary negotiations and collective contract administration. These people have the distinct impression that they are no longer adequately represented by the teachers or central administration. This anxiety cannot be dissipated by promises by central administration or the board of education. Building principals want some assurance that their interests will be protected. They want some guarantee that the team concept will prevail as salary considerations are discussed.

One approach which could be used to set the base salaries and determine the magnitude of increases for middle management in the St. Paul Public Schools would be a ratio salary system within administration where all base salaries would be related to the median salary paid to the assistant associate, and deputy superintendents. For example, the ratio for a high school principal might be determined as follows:

$$\frac{\$20{,}792 \text{ (median salary for 1969-70)}}{27{,}726 \text{ (median for assistant superintendents)}} = .75$$

PART III (continued)

Assuming a salary increase of $3,000 next year for assistant superintendents, the salary improvement for high school principals would be $2,250, or .75 times $3,000.

A. Advantages

The cultural ratios:

(1) would maximize the probability that middle managers would want top administrators to be successful. Moreover, it would reassure those who feel that the top administrators do not represent them in salary negotiations with the board of education. Thus, the school organization and its administrators would benefit by a salary system which encouraged team administration and reduced conflict between the levels of managers.

(2) escapes any charges of conflict of interest. Since the salaries for assistant superintendents are not linked to the teachers' schedule, under this plan there would be no direct tie between salaries for administrators and teachers.

B. Disadvantages

(1) Limits flexibility by tying all administrator salaries together. For instance, the Board would not be at liberty to reward or penalize the assistant superintendents without affecting all administrators similarily.

(2) Focuses attention on a few salaries, namely, those paid to assistant superintendents. The Board might be inclined to keep these salaries relatively low to minimize total administrative costs. Of course, no salary plan will guarantee competitive salaries for administrators. For example, the Board could

limit future salary increases for administrators and retain the present ratio system. This could be achieved by annual reductions in the ratios.

V. DOLLAR DIFFERENTIAL

The salary for an administrator can be set by assigning a fixed dollar differential to the position. In this instance, the administrator is paid according to the salary schedule for teachers with an additional amount for the extra responsibility and longer work year associated with administrative work. This is the basic plan which was followed in St. Paul from 1926 until 1959 when the present ratio plan was established.

A. Advantages

The dollar differential plan:

(1) is simple to administer and it quickly identifies the extra compensation for an administrator.

(2) does not distort the teachers' schedule because it has a tendency to affect several points on the schedule equally, rather than bear upon a single lane and step as is the case with the present ratio system in St. Paul.

B. Disadvantages

(1) normally remains fixed and, therefore, fails to keep pace with the increases in the basic schedule. For instance, the differential for administrators in St. Paul remained unchanged between 1926 and 1943.

(2) is burdened with all of the disadvantages of the fixed ratio system.

The analysis of alternative approaches to the establishment of administrative salaries in St. Paul assumes an intent to follow a general policy such as illustrated in Appendix A. Also the criteria described in Part I of this report are assumed to be both sound and desirable for St. Paul. An analysis of available salary alternatives based on different policies and criteria would, of course, lead to quite different statements of strengths and weaknesses for the alternative plans developed herein. The recommendations which follow in Part IV of this report should be studied and evaluated in this total context.

PART IV

RECOMMENDATIONS

INTRODUCTION

Preceding sections of this report have described and analyzed the various devices and techniques which may be employed in compensating the educational administrator. Since a complete compensation program is only as good or bad as the sum total of its parts, this final section of the report will review once more the major components of the compensation plan. In this way the recommendations for action can be fully considered in terms of their application to the design of an adequate, complete compensation package. The factors on which recommendations are made are as follows:

(1) Administrator Compensation Policy

(2) The Administrator Salary Structure

(3) Implementing the Administrator Performance Review Program

(4) Communication with Administrators

ADMINISTRATOR COMPENSATION POLICY

It is important, first, that the school board develop a philosophy of administrator compensation. Like many other management concepts, the philosophy and objectives of the compensation program for administrators should be examined periodically if the program is to meet school district as well as individual needs. The core of the effective compensation program is the transformation of a general philosophy into specific goals and objectives.

Thus it is recommended that the St. Paul Board of Education define the goals and objectives of an administrator compensation plan in terms of achievement of the district's overall objectives and that such agreed-upon goals be adopted as the policy of the district. The criteria discussed in Part I of the report and the policy statement contained in Appendix A provide guidelines and concepts relating to some fundamental beliefs and attitudes concerning administrator compensation and are recommended for consideration in the policy development process.

THE ADMINISTRATIVE SALARY STRUCTURE

The alternative approaches to establishing salaries for administrators which are presented in Part III of this report were discussed at considerable length with the administrators and board of education in St. Paul. Many of the suggestions and refinements which were contributed by these groups have been incorporated in this final draft. Therefore, the remaining task is to select the alternative which seems most appropriate. The following is a description of the process which was used to eliminate the least suitable alternatives. Since all of the choices have some advantages and disadvantages, this process seemed most useful.

Possibly the easiest decision for the consultants was to eliminate the dollar differential plan (Alternative 5 in Part III). This plan satisfies fewest of the criteria. Moreover, it was used in St. Paul from 1926 to 1960 when it was discarded in favor of a monthly ratio system. No useful purpose would be served by resurrecting this plan.

The second alternative to be eliminated was the parallel salary plan (Alternative 3 in Part III). In the first place, this alternative is more of a strategy for phasing out the existing plan than a new system. Its implementation would require the selection of still another alternative, presumably the variable ratio (Number 2), the internal ratio (Number 4), or a combination of the two.

The chief advantages of the parallel salary plan as seen by the consultants is an opportunity to create an experimental situation for purposes of evaluating a new compensation plan. However, upon further consideration it appears that this advantage is more imagined than real. The continued existence of the present plan for incumbent administrators would place serious constraints on the new plan and upset the experimental design. The new plan would be viewed as a failure unless it provided some empirical evidence of superiority. In all probability, the level of compensation when compared with the existing plan would become the sole criterion of success of the new plan.

The fixed ratio to the teacher's schedule (Alternative 1, Part III) provided an enigma for the consultants. It has many strengths and should not be abandoned without careful thought. It has pushed administrator salaries up to respectable levels in St. Paul and in doing so has gained wide acceptance in the city. Moreover, given the complete absence of evaluation procedures for administrators and the existence of position descriptions which are almost useless, the present system functions reasonably well. Certainly, it should not be discarded in favor of a variable ratio until the weaknesses in the evaluation procedures and position descriptions have been corrected.

The fatal weakness in the present plan is the mathematical linkage with the schedule for teachers. The assumptions underlying this practice are no longer tenable. As stated in Part III, the confusion of roles and

PART IV (continued)

relationships resulting from this linkage of salaries between key persons in the administration of the schools and the teachers who perform technical tasks in the classrooms is not conducive to maximum productivity. School administration is difficult even with ideal conditions. The added burden of a divided loyalty between those who hold the administrator accountable for results and the teachers who negotiate his salary makes the task impossible.

The remaining available choices are variable ratios (Alternative 2, Part III) and internal ratios (Alternative 4, Part III). The consultants are convinced that a combination of these two plans offers the best solution to the problems in St. Paul. However, conditions pertaining to evaluation procedures and position descriptions make it imperative that the use of flexible ratios be delayed for at least one year. In the meantime, salaries for administrators should be determined in a fashion described in Alternative 4, Part III. The ratios which are set in this fashion should reflect only the responsibility factor of the position. Adjustments for length of the contract can be introduced by multiplying the computed weekly earnings by the number of weeks specified in the contract. An example of the recommended method to compute the salary for an elementary school principal for 1970-71 follows:

$$\text{Salary for 1970-71} = \frac{\begin{array}{c}\text{mean weekly salary}\\ \text{for elementary school}\\ \text{principal for 1969-70}\end{array}}{\begin{array}{c}\text{mean weekly salary}\\ \text{of assistant superintendents}\\ \text{for 1969-70}\end{array}} \times \begin{array}{c}\text{mean weekly salary}\\ \text{for assistant}\\ \text{superintendents for}\\ \text{1970-71}\end{array} \times \begin{array}{c}\text{number of weeks in the}\\ \text{contract for elementary}\\ \text{principals}\end{array}$$

Flexibility should be introduced in this plan in 1971-72. The method explained above would continue to be used in setting the base salary. However, a professional performance factor should be added if evaluation procedures have been established and agreed upon. Elements to be included in the professional performance factor should include administrative effectiveness, professional preparation beyond the minimum for the professional administrator's certificate (two years of graduate study), and experience as an administrator. The details and relative weight of these factors would have to be mutually developed.

A temporary injustice in the interim salary plan described above is recognized by the consultants. Since the salaries for next year would be related to the mean of the range of salaries within a position title for 1969-70, persons in the highest income brackets would receive the smallest increases. These are the administrators with the most college preparation. An alternative would be to establish a ratio for each individual administrator, using the formula above, or introduce a factor for professional preparation. The first alternative introduces an unbelievable maze of ratios. The recommendation here is to include the professional performance factor in 1971-72. This factor will remedy the temporary injustice cited above.

IMPLEMENTING THE ADMINISTRATOR PERFORMANCE REVIEW PROGRAM

Obviously compensation will never be made to equal performance unless the performance appraisal or review process becomes a foundation of the administrator compensation system. The need for a formal program of position description and evaluation has been described in Part I of this report.

Additional descriptive information relating these factors to the total compensation plan are included in Appendices C-F. The purpose of this commentary then is: (1) to recommend the initiation of a development program to set forth the duties of all administrative positions on a comparable basis; (2) to recommend the establishment of an administrator performance review program; and (3) to emphasize the interrelatedness of the major components of the total administrator compensation plan.

The role of job descriptions, salary ranges, and performance appraisals to the administrator salary structure recommended earlier may require additional clarification. In our judgment the goals of the organization and the needs of individual school administrators will not be fully met until recognition of individual differences in administrative performance and in contribution toward achievement of district objectives are reflected in the total compensation program. While the act of assessing the behavior of another person in an organizational activity is admittedly a difficult task, it does reflect an accepted function of the administrative role and thus seems to be appropriate in application toward improved administrative performance and greater compensation equity.

The dimensions of the organizational activity needed to build an administrator performance review program include: (1) acceptance and understanding of organizational goals; (2) accurate definition of each administrative position with mutual understanding by the administrator and his super- and sub-ordinates; (3) a systematic system of monitoring and supervision; (4) information regarding performance of individual administrators; and (5) a system of continuing education available at district expense to strengthen the administrative skills and techniques where improvement is required.

Lastly, a practical performance review program requires adequate resources and controls, and a research effort to update and improve the methods and techniques employed.

COMMUNICATION WITH ADMINISTRATORS

A basic theme in the conduct of this study is the need for increasing participation on the part of the individual school administrator in the determination and form that the district compensation plan will take. It is recommended that policies and procedures relating to compensation planning and execution for St. Paul administrators recognize that formulas and dollars alone do not constitute a compensation plan and an acceptable form of administrator involvement is required. While the final responsibility for compensation planning rests with the school board, the process of involvement in developing the administrator compensation plan should begin with recruitment and continue through every process of administrator development and motivation. Pressure in this direction will become marked as organization of teachers more and more gain greater participation in the development of plans affecting the working conditions of their members. The realization of the "administrative team" concept can be furthered through increased involvement and communication between those involved in managing the schools.

CONCLUSION

The core of any effective program for administrative compensation is a sound structure. While reliance on surveys, position descriptions, and performance review may be unpalatable to some administrators and school board members, and although greater informality and less standardization may appear to permit faster decisions, proper compensation planning insures against faulty decisions and inequitable treatment of administrative personnel. If the administrative organization plan or the basic salary structure of the district is inherently unsound, additional expenditures for compensation will tend to compound the shortcomings. Over the long term, the school board is more likely to enhance the district operating efficiency and obtain full value from each dollar expended on administrator compensation if a carefully developed plan, grounded in an imaginative compensation policy, is consistently followed.

APPENDIX A

SUGGESTED
COMPENSATION POLICY
FOR
ADMINISTRATORS

ST. PAUL PUBLIC SCHOOL

IT IS THE POLICY OF THE ST. PAUL SCHOOL DISTRICT TO MAINTAIN AN ADMINISTRATOR COMPENSATION PLAN DESIGNED TO:

(1) Contribute to attainment of school district objectives and to the economic, social, and psychological satisfaction of all administrative personnel;

(2) Attract and retain administrative personnel capable of performing effectively in the positions to which they are assigned;

(3) Equal or exceed compensation levels in other school districts in the Twin Cities area;

(4) Compensate all administrative personnel equitably in proportion to the effectiveness with which they perform the services for which they are employed; and

(5) Relate compensation to the value of the work of the school district.

APPENDIX B

DEFINITION OF ADMINISTRATIVE POSITIONS

The relationship between systematic development of a compensation plan for administrative personnel and definition of administrative positions was described in Part I. The position description is one of the planning devices by which a performance review and compensation plan is developed. The following sections are intended to make clear the concept of administrative position descriptions.

1. Defining the Administrator's Job

The individual administrator's first step toward effective performance on the job is to acquire an adequate understanding of that job: its purpose, its scope, its responsibilities and authorities, and its working relationships. A position description is a summary of the important facts about a particular job. It is an attempt to clarify for all concerned the basic purpose of the position, the duties and responsibilities assigned to it, the extent and limits of its authority, and the relation of the position to others both inside and outside the organization. An organization chart is analogous to a line-drawing of the organization showing the location in relation to each position. A position description goes one step further and identifies that portion of the organization activity and responsibility assigned to a particular position on the chart. The chart identifies the "where" with respect to other jobs, and the position description describes the "what."

2. Uses of Position Descriptions

Before initiating this position description program it was important to explain the various uses that would be made of the resulting descriptions. The suggested use of position descriptions was as follows:

A. to help administrators acquire greater understanding of their present position by analyzing their duties;

B. to clarify relationships between jobs by avoiding over-laps and gaps in responsibility;

C. to analyze the basic school district organization structure and division of responsibility;

D. to establish a just basis for the district's internal salary structure;

E. to use as a foundation by which to compare positions inside the school district organization with others outside it in order to pay salaries competitive with current levels;

F. to evaluate individual administrator's job performance;

G. to acquaint new administrators with their jobs;

H. as a recruitment and placement aide to find the right administrator for each position;

I. to develop lines of promotion within the school district;

J. to determine the school district's inservice training needs, and

K. to rearrange workflow and revise procedures.

The various uses stated above can be summarized as follows: external compensation comparison, internal compensation comparison, performance appraisal, administrator-development, recruitment hiring and placement, orientation of new administrators, promotion, organizational clarification and organizational planning. If position descriptions are put to use in all these ways in daily operation of the school district they can constitute a significant plus for systematic administration and overall program effectiveness.

3. What to Include in the Position Description

The determination of the "what" of the administrative job suggests that it might be helpful to begin with a list of common responsibilities of most administrative positions in educational organizations. A suggested list follows:

A. planning work;
B. assigning responsibilities and delegating authority;
C. directing work and guiding people;
D. maintaining and improving quality;
E. improving work methods and executing programs;
F. keeping others informed;
G. safety, health, and good housekeeping, and
H. reports, correspondence, and procedures.

For the purposes of this program the documentation of position descriptions was divided into five logical areas: (A) basic function or purpose of the position; (B) duties and responsibilities of the position; (C) professional growth and development; (D) limits of authority, and (E) relationships with others. The following discussion deals with each of the four components of the job description.

A. Basic Function or Purpose of the Position

This is a brief description or digest of what occurs in connection with the position and the contribution it makes to the school organization. (For example, the purpose of department supervisor at the secondary school level: to contribute through the institution and implementation of the curriculum in his respective area; to maintain the continuity and progression of the growth of pupils; to have the responsibility of supervising, coordinating, and evaluating the development and administration of the total program of his department.) Special note should be taken in describing the basic function of a position to assure appropriate attention is given to the common administrative elements of organizational design and staffing, policy interpretation and formulation, and the planning direction and control operations required for program execution and evaluation.

B. Duties and Responsibilities of the Position

This is usually the longest and most detailed part of the description. It includes a listing and brief explanation of the principal activities of the position in order of importance and commonly grouped under such headings as planning, administration, personnel, organization, controlling and appraisal of results. (An example of the major responsibilities for a department supervisor is as follows: (1) curriculum development, (2) techniques of supervision, (3) supervisor-teacher relationships, (4) planning and preparation, (5) contributing to the total school effort, (6) community and public relations, (7) professional growth and (8) supervisory-staff relationships. A detailed listing of key duties under the first major responsibility of curriculum development would be as follows:

(a) re-evaluates curriculum content and methods of presentation; gives leadership to the origination and presentation of ideas; experiments with respect to revisions and additions of curricula;

(b) keeps abreast of proven or promising curriculum innovations in other school districts;

(c) organizes and participates on committees formed for evaluation of current curriculum texts, methodology, equipment, and materials;

(d) provides leadership to the development of programs within the curriculum to meet the needs, interests, and goals of all pupils.

In order to assure that the list of duties and responsibilities would not be restrictive, special attention was directed to "duties and responsibilities normally discharged by administrators of the specific position level" and to "such other duties and responsibilities as might be temporarily or permanently assigned to this position."

C. Professional Growth and Development

The position description to this point has been focused upon administrative positions without regard to past, present, or future occupants. The need to control the qualifications of personnel who are assigned to administrative positions in a dynamic and changing educational environment suggests a systematic approach to stimulating and rewarding improved professional effectiveness during service.

Each position description in Appendix B contains an identical set of expectations for this area. Special note is directed to Item 7: "To redefine position content consistent with the evolving nature of relationships within the district." This responsibility places a primary responsibility on maintenance of up-to-date position descriptions on each administrator and should assist in the implementation of the performance review program.

D. Limits of Authority

The administrator is given a grant of authority to take certain action and to make certain decisions in the performance of his duties. This authority must be spelled out as a part of the position description. (An example of a statement to describe the limits of authority delegated to the department supervisor is as follows: (1) to operate within budgetary limits approved by the director of secondary education; (2) to implement new policies and programs of major changes in previous established policies only after the approval of the director of secondary education; (3) to approve budgets and expenses submitted to him by the teachers in his department, and (4) line of authority is limited to his immediate subordinates.)

Since responsibilities and duties associated with a position and authority are quite interdependent, attention should be paid to the articulation between these sections two and three of the position description.

E. Relationships with Others

This section describes the working relationships of the individual administrator, his subordinates, his superiors, other units within the school district, and with school patrons and community groups. Position descriptions typically resolve most work problems but tend to fail to resolve the relationship problems adequately. The organization chart shows the basic division of work and indicates who reports to whom but it does not describe functions in detail or

> explain how individuals are to relate to these functions. This in reality is how the organization works. Special caution was made in regard to utilizing the following types of delicate and often nebulous generalities in describing relationships with others: "general responsibility," "operating responsibility," "specific responsibility," and "must be consulted," "may be consulted," "must be notified," and "must approve." (The following is a typical relationship statement for the departmental supervisor: (1) Line position; (2) is accountable to the director of secondary education; (3) maintains close liaison with the district curriculum director in a staff capacity; (4) provides advice and service to the secondary school principal in terms of parental and community relations, program descriptions, and activities of the specific department.)

Position description should include all the significant areas of activity, stating these concisely and clearly insofar as practical. The writing of position descriptions and the administration of a sound position description program constitutes one of the clearest examples of how management provides an orderly and systematic framework for administrative performance. The clarification that results from the process of formulating position descriptions gives the school district one of its most effective tools for shaping both human and material resources toward maximum goal achievement.

APPENDIX C

PERFORMANCE REVIEW AND COMPENSATION PLANNING

Performance Review

The process of judging the behavior of another person in an organizational activity involves, consciously or unconsciously, a number of basic assumptions. In the development of this report and the suggested performance review and compensation plan for administrators, it was necessary to consider the assumptions on which the plan might be based in order to conceptualize dimensions of the task. Consideration of these assumptions and dimensions is deemed critical to the building of a practical program.

Five sets of assumptions about different aspects of a performance review and compensation program have been identified. They are as follows:

1. A performance review program assumes that the school district is well managed, that it utilizes appropriate administrative practices, that every administrator understands his role and wants to cooperate in the achievement of district goals;

2. A performance review program presupposes that there exists a systematic, realistic plan of describing administrative positions, that each position has been defined as accurately as possible, and is mutually understood by reviewer and reviewee;

3. A performance review program assumes that each supervising administrator knows how to supervise, that he is a reliable and competent evaluator of the performance of his subordinates, and has the ability to communicate empathically to his subordinates;

4. A performance review program assumes that objective judgments about an administrator's performance can be made, that they can be communicated upwards and downwards in the district organization without serious disruption of district or personal relationships, that they can provide a basis for compensation planning, and that they can provide the means of stimulating administrator growth and development; and

5. Finally, a performance review program assumes that each adminstrator understands what is required of him, that he wants to excel, that he is in control of his performance and can be held responsible for it.

The dimensions of the performance review task are illustrated in Figure 1. The building of an effective, acceptable, and practical administrator performance review program requires that three basic principles be considered:

Principle I. *Knowledge of What is Expected (Planning).* This involves completion of position descriptions for all administrators in the district. The position descriptions should be developed cooperatively with all administrators and should contain built-in responsibility assignments to maintain currency. Appendix B of this report describes the content and process utilized in formulating the descriptions.

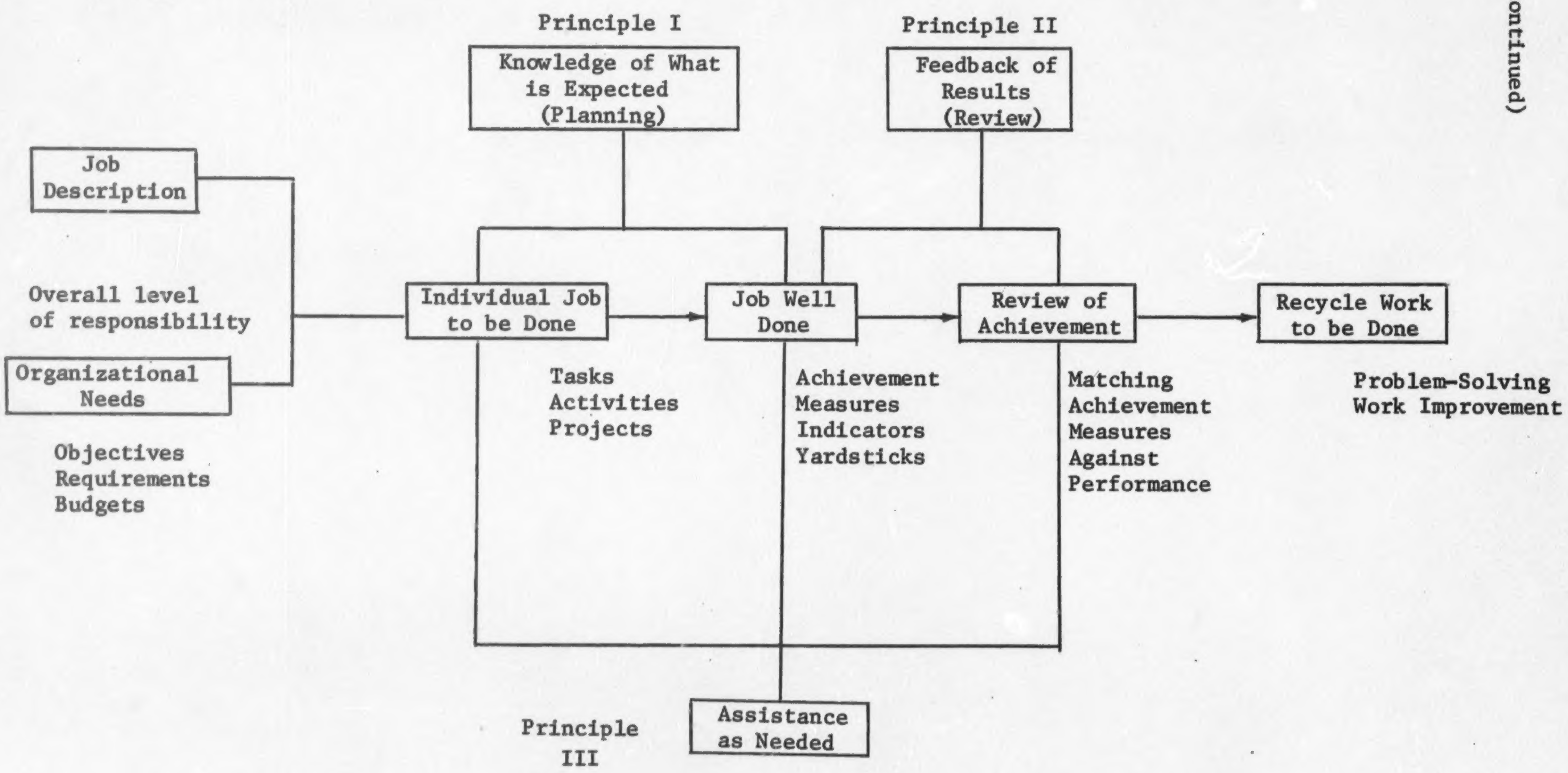
Principle II. *Feedback of Results (Review).* The development of an administrator appraisal plan linked to position responsibilities is described in Appendix D of this report. Proposed instrumentation for a two-part review process is included in Appendices E and F.

Principle III. *Assistance as Needed.* The planning and development of a professional growth program for administrators was outside the scope of this study. It is strongly recommended, however, that such actions as necessary be

APPENDIX C (continued)

FIGURE I

WORK PLANNING AND REVIEW


Principle I
Knowledge of What is Expected (Planning)
Principle II
Feedback of Results (Review)
Job Description
Overall level of responsibility
Organizational Needs
Objectives
Requirements
Budgets
Individual Job to be Done
Tasks
Activities
Projects
Job Well Done
Achievement
Measures
Indicators
Yardsticks
Review of Achievement
Matching
Achievement
Measures
Against
Performance
Recycle Work to be Done
Problem-Solving
Work Improvement
Assistance as Needed
Principle III

taken to initiate the planning, development, and implementation of this component of the performance review system. The responsibility for the development of an administrative improvement plan design to help and assist individual administrators must be accepted by the school district. The performance review program implementation can serve as an opportunity for commitment to such an administrator development plan.

In summary the performance review requirements considered in this report are related to the concept of a continuous cycle of planning, review, and provision of assistance.

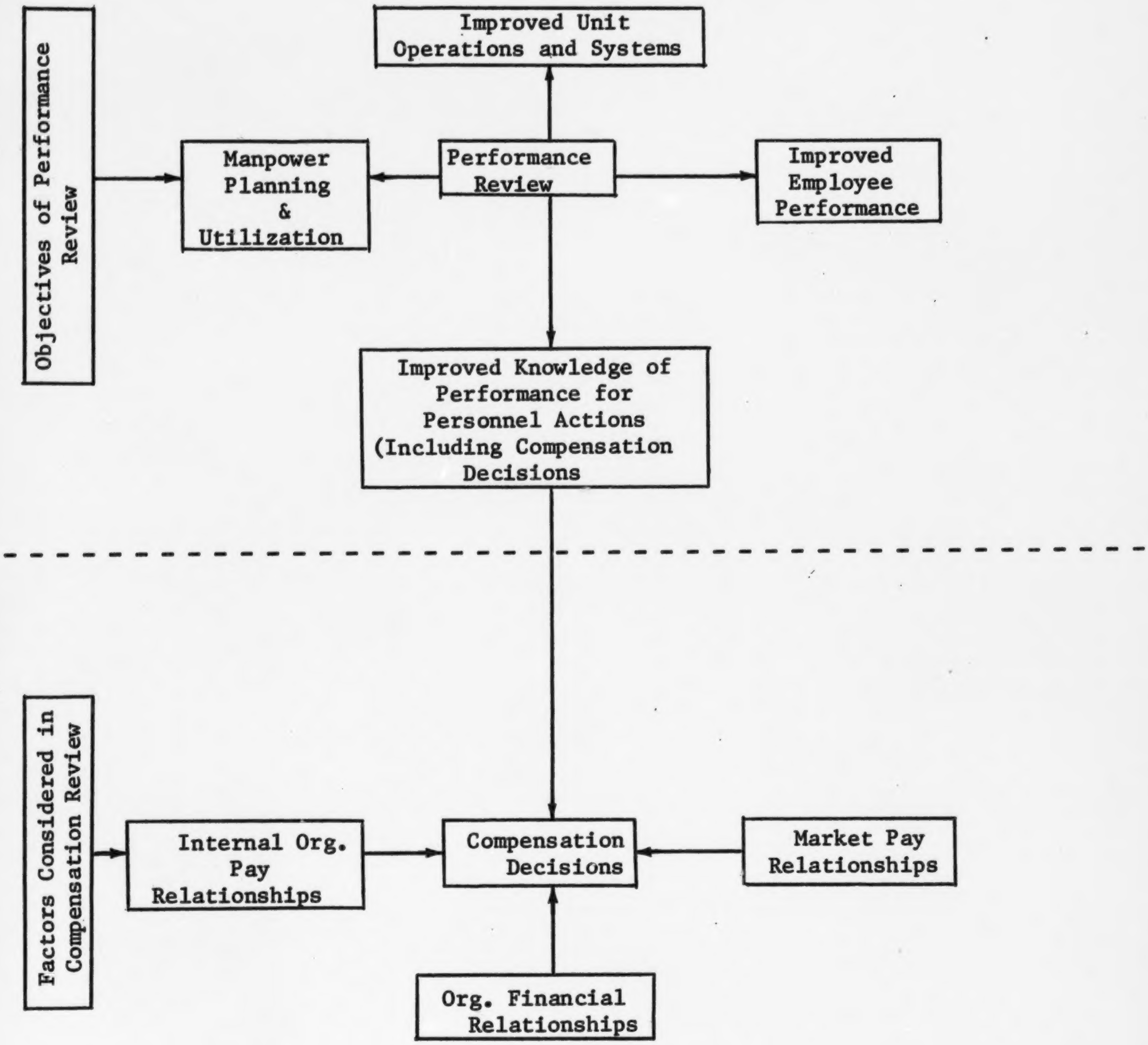
The Relationship Between Performance Review and Compensation Review

Inclusion of a performance factor in school administrator salaries is probably the exception rather than the rule. Weaknesses in current compensation practices for administrators generally can be traced to a lack of clean-cut relationship between compensation and performance.

The suggested performance review program and compensation plan described later in this report assume a relationship between performance review and compensation review as illustrated in Figure 2. The separation of the performance review process from the compensation decision enables the school district to place proper emphasis on each. It also helps to avoid the tendency to rationalize compensation decisions in solely "merit rating" terms. Physical separation does not imply that performance should not be considered in compensation decisions. Indeed, the suggested program of performance review is designed to provide greater knowledge in making these decisions. The performance review is thus related conceptually to compensation decisions even though separated physically.

APPENDIX C (continued) FIGURE 2

THE RELATIONSHIP BETWEEN PERFORMANCE REVIEW AND COMPENSATION REVIEW*


Objectives of Performance Review
Improved Unit Operations and Systems
Manpower Planning & Utilization
Performance Review
Improved Employee Performance
Improved Knowledge of Performance for Personnel Actions (Including Compensation Decisions
Factors Considered in Compensation Review
Internal Org. Pay Relationships
Compensation Decisions
Market Pay Relationships
Org. Financial Relationships

*Adapted from Robert E. Sibson, Wages and Salaries, New York, American Management Association, 1960

APPENDIX D

PERFORMANCE REVIEW

Unless an organization pursues a policy of viewing continuously the past performance, present progress, and future prospects of its human resources, it must manage them by intuition and tradition. Sound management in the school organization seems to make a formal administrator performance review program essential.

The essence of the performance review process is communication and its ultimate purpose is change. The performance review process must constitute an important element of the upward communication system to aid decision-making on matters such as compensation, promotion, and reassignment. It constitutes an element of the downward communication system through the performance review interview to help the individual administrator grow and fulfill himself.

The general objective of the performance review process is change in the direction of raising levels of job performance so that school district goals are achieved and each administrator realizes a full measure of satisfaction and stimulation from his job.

The proposed performance review plan raises many problems, but if it succeeds, the school district has built into its structure the capacity for continuous leadership self-renewal. This is such a worthwhile goal that it deserves an all-out effort.

The performance appraisal plan proposed in this report contains two forms: (1) a trait and personal qualities form; and (2) a performance oriented form. In sequence each of the two forms will be presented along with a discussion of proposed instrumentation and plan for utilization.

1) A General Administrative Ability Review process is recommended as one component of the administrative appraisal plan. Rather than considering administrator appraisal from the many aspects relating to job expectations, this appraisal involves examining present administrators on a competitive basis to determine which of them are best fitted for promotion or reassignment. The general purpose of this review is to obtain the supervising administrator's forecast. He or they are expected to know the administrator to be reviewed intimately, and be able to predict how he will perform in a different and/or higher level position.

The administrator characteristics deemed most relevant in predicting reassignment potential and general administrative effectiveness are: (1) Effectiveness with People; (2) Decision-Making Ability; (3) Personal Characteristics; and (4) General Executive Abilities. It is suggested that this appraisal follow the general format illustrated in Appendix D and that the system be established under the direction of the Assistant Superintendent for Administration and Personnel in accord with district policies.

2) An Administrator Performance Review system is recommended to achieve a district-wide standard of excellence in administrative performance and to assure equity in compensation review. The administrator performance review, as a system, to be understood correctly, is one element of the district's communications media. It is the means by which the district and administrator, individually, assert their mutual concern for the

caliber of the administrator's performance, the means by which intrinsic and extrinsic rewards can be related directly to the quality of the administrator's performance.

Despite its relative simplicity in overall purpose, the performance review process is quite difficult to translate into reality. It is affected by the nature of the district organization, requires awareness of the complexities of interpersonal perception, and varies according to its perceived objectives: information, motivation, or development.

In order to optimize effectiveness of the performance review program it is recommended that the procedures for implementation be developed with considerable care and with the widest possible participation by all district administrators. Inasmuch as the administrator position descriptions describe what each administrator is supposed to do, it would appear logical that the administrator be judged on the basis of how adequately he fulfills position requirements and carries out position duties and responsibilities as stated in the position description. One can hardly argue for compensating an administrator on the basis of one set of responsibilities and reviewing his job performance on the basis of another.

The proposed report form for the Administrator's Performance Review is contained in Appendix E. The major features of the report comprise the following:

1. The suggested form is self-contained--that is, instructions for its completion are included on the form.

APPENDIX D (continued)

2. The report is completed first by the rated administrator, then by the supervising administrator, and reviewed by the assistant superintendent and superintendent.

3. The report is submitted at least annually.

4. The administrator's performance is reviewed on a scale which includes the specific tasks, duties, and responsibilities which apply to his particular position. Two descriptive statements cover the range of performance -- excellent and needs improvement.

5. The rating administrator prepares narrative comments designed to bring out the true dimensions and requirements of the position and a description of the administrator's specific strengths and weaknesses.

6. The rating administrator must define and document a plan for improvement for the rated administrator. The performance review form and process should provide a tie-in between administrator performance review and administrator training.

7. The administrator performing the review must discuss the appraisal with the administrator reviewed prior to forwarding the review report to the appropriate district administrators for review.

While an elaboration of the administrator inservice or continuing education responsibility of the district at this point would deviate from the intended purpose of this report, it is recommended that a carefully planned administrative development program be developed as an integral component of the performance review plan.

The plan suggested in this report should be considered in the context of

APPENDIX D (continued)

an initial implementation of performance review. The procedures and policies required to place this program in operation should be self-adjusting, and allow for orderly and systematic ways of implementing changes after additional experience in performance review has been gained.

APPENDIX E

ADMINISTRATOR'S PERFORMANCE REVIEW

APPENDIX E (continued)

ADMINISTRATOR'S PERFORMANCE REVIEW

NAME______________________________ POSITION______________________

DEPARTMENT/UNIT____

APPRAISAL PERIOD: FROM________________ THROUGH___________________

ACCOUNTABLE TO:____

DIRECTIONS:

List the primary tasks, duties, and responsibilities of the administrative position in the space below. Any alteration from the approved position description should be noted. The administrator whose performance is reviewed should rate himself on each task in the space under "Administrator Self-Rating." The administrator or supervisor to whome the reviewer is directly accountable must then rate the reviewee on each task/responsibility, complete the performance review summary and recommendation, discuss the rating and recommendation with the administrator reviewed and forward to the Assistant Superintendent for personnel.

1. TASKS, DUTIES, & RESPONSIBILITIES	Reviewee		Reviewer	
	Check Performance Level			
	Out-standing	Needs Improvement	Out-standing	Needs Improvement

APPENDIX E (continued)

2. PERFORMANCE REVIEW SUMMARY:

a. Record Areas of Strength and Outstanding Performance

b. Record Areas in Need of Improvement:

c. Record Specific Recommendations for Improvement Goals/Programs:

3. EVALUATION SUMMARY AND RECOMMENDATION:

Summary Comments:

APPENDIX E (continued)

b. Recommendation for Outstanding Performance Compensation: ☐ YES ☐ NO

c. Signature of Reviewer________________________ POSITION____________________

d. Signature of Administrator Being Reviewed: I certify that this performance review has been discussed with me. I understand that my signature does not necessarily indicate agreement.

Signature:______________________________ Date:__________________________

4. Signature of Assistant Superintendent for Personnel:

____

Comments:

5. Approved by:____

Superintendent

____

Date

APPENDIX F

GENERAL ADMINISTRATIVE ABILITY REVIEW

APPENDIX F (continued)

GENERAL ADMINISTRATIVE ABILITY REVIEW

NAME____POSITION____________________

SCHOOL OR OFFICE____

REVIEW PERIOD FROM ____________ TO ______________.

REVIEWER______________________________________POSITION____________________

INSTRUCTIONS FOR REVIEWER:

For each factor below, you are asked to rate the person on several elements and then to describe in your own words his strong points and weaknesses. Base your ratings on your own first-hand knowledge. If you know only what you have heard from others, check the Don't know column.

---

1. EFFECTIVENESS WITH PEOPLE

Indicate to what extent each of the eight elements below is true of him. Mark and "X" after each element in the appropriate column.

	Almost always true of him	True of him in the great majority of cases	True of him in the majority of cases	More false than true of him	Not true of him	Don't Know
1. Represents his organization effectively at all appropriate levels.						
2. Is able to gain the confidence of his superiors.						
3. His decisions on human relations problems promote morale and productivity.						
4. His decisions on whom to assign to which jobs result in the optimal utilization of employee abilities.						
5. Doesn't like "yes men" as subordinates.						
6. Gets the full cooperation of other units.						
7. Is able to deal effectively even with people who are opposed to him.						
8. Gets people who work for him to want to do their best.						

	Outstanding	Very satisfactory	Satisfactory	Less than satisfactory	Unsatisfactory
Overall, how effective would he be in DEALING WITH PEOPLE in the performance of his duties?					

APPENDIX F (continued)

Describe in your own words his strong points in dealing with people. (Indicate the kinds of individuals and groups with whom he is most effective.)

On which aspects of dealing with people does he show the least strength?

APPENDIX F (continued)

2. DECISION-MAKING ABILITY

Indicate to what extent each of the nine elements below is true of him. Mark an "X" after each element in the appropriate column.

Elements	Almost always true of him	True of him in the great majority of cases	True of him in the majority of cases	More false than true of him	Not true of him	Don't know
1. Anticipates how people will react to his decisions and proposals.						
2. Absorbs new data and concepts quickly.						
3. First gets the facts, then decides.						
4. His decisions on the organization of his unit promote coordination and efficiency.						
5. Changes his program and methods in order to keep up with current needs and developments.						
6. His decisions on technical problems keep in mind the latest developments.						
7. Broad-gaged in his approach to problems.						
8. Spots the key parts of complex problems - doesn't get lost on minor points.						
9. Effective in thinking of new approaches to problems.						

	Outstanding	Very satisfactory	Satisfactory	Less than satisfactory	Unsatisfactory
Overall, how effective would he be in Making Decisions?					

Describe in your own words his strong points relating to decision-making. (Indicate the kinds of decisions and the aspects of decision-making, e.g., dealing with facts, people, immediate vs. long-range problems, in which he is most effective.)

On which aspects of decision-making does he show the least strength?

APPENDIX F (continued) 3. **PERSONAL CHARACTERISTICS**

Indicate to what extent each of the eight elements below is true of him. Mark an "X" after each element in the appropriate column.

Elements	Almost always true of him	True of him in the great majority of cases	True of him in the majority of cases	More false than true of him	Not true of him	Don't know
1. Objective in considering divergent and new points of view.						
2. Flexible in his approach to problems.						
3. Reliable - you can depend on what he says.						
4. Accepts responsibility; doesn't pass the buck.						
5. Adjusts easily to new situations, problems and methods.						
6. Keeps his head in an emergency.						
7. When things go wrong he workds to fix them instead of making excuses.						
8. Would give an honest report on a problem even if it would hurt him personally.						
	Outstanding	Very Satisfactory	Satisfactory	Less than Satisfactory	Unsatisfactory	
Overall, what is your evaluation of his Personal Characteristics?						

Describe in your own words his strong points on the above list of personal characteristics, or others which are significant for this position.

On which personal characteristics or other significant ones does he show the least strength?

APPENDIX F (continued) **4. GENERAL EXECUTIVE ABILITIES**

Indicate to what extent each of the 14 elements below is true of him. Mark an "X" after each element in the appropriate column.

Elements	Almost always true of him	True of him in the great majority of cases	True of him in the majority of cases	More false than true of him	Not true of him	Don't know
1. Delegates effectively.						
2. Effective in checking on results.						
3. Sets priorities effectively.						
4. Uses his manpower effectively.						
5. Corrects situations when they need improvement - doesn't wait for an emergency.						
6. A careful planner.						
7. Handles effectively the administrative details of day-by-day operations.						
8. Effective in presenting budget requests for his unit.						
9. Selects highly capable subordinates.						
10. Relates his work to the work of the						
11. Takes into account the public relations implications of his actions.						
12. Can handle many different problems at the same time.						
13. Works effectively even under frustrating conditions.						
14. Properly balances interest in details and interest in broad problems.						
	Out-standing	Very satisfactory	Satisfactory	Less than satisfactory	Unsatisfactory	
Overall, what is your evaluation of his Executive Skills?						

Describe in your own words his strong points on the above executive skills.

On which executive skills does he show the least strength?

APPENDIX G

HISTORICAL DEVELOPMENT OF THE RATIO PLAN FOR ADMINISTRATOR SALARIES IN ST. PAUL

Positions originally covered by the monthly ratio basis from December 12, 1960 until May 3, 1966

Position		Monthly Ratio
Assistant Superintendent		1.80
Director		1.50
Assistant Director		1.40
Supervisor		1.20
Assistant Supervisor		1.10
Coordinator		1.15
Senior High School Principal		1.40
Junior High School Principal		1.40
Assistant Secondary Principal		1.25
Elementary Principal		
	Group I	1.30
	Group II	1.25
Assistant Elementary Principal		1.15

Positions added to and dropped from the ratio plan between 1960 and 1970

Position	Ratio	Date Added	Date Removed
Specialist I	1.35*	Dec 7, 1965	May 3, 1966
Specialist II	1.30*	Dec 7, 1965	May 3, 1966
Specialist III	1.25*	Dec 7, 1965	May 3, 1966
Specialist IV	1.05*	Dec 7, 1965	May 3, 1966

* Monthly ratios

APPENDIX G (continued)

HISTORICAL DEVELOPMENT OF THE RATIO PLAN FOR ADMINISTRATOR SALARIES IN ST. PAUL

Positions added to and dropped from the ratio plan between 1960 and 1970 (continued)

Position	Ratio	Date Added	Date Removed
Counselor	1.10**	May 3, 1966	Now in Effect
Psychologist	1.15**	" "	" " "
School Social Worker	1.04**	" "	" " "
Consultant I	1.25**	" "	" " "
Consultant II	1.32**	" "	" " "
Consultant III	1.38**	" "	" " "
Consultant IV	1.44**	" "	" " "
Consultant V	1.51**	" "	" " "
Consultant VI	1.57**	" "	" " "
Consultant VII	1.63**	" "	" " "
Consultant VIII	1.70**	" "	" " "
Deputy Superintendent	2.40	July 26, 1966	July 29, 1969
Assistant Superintendent	2.16	July 26, 1966	July 29, 1969

Changes in Length of Work Year When Annual Ratios Were Adopted in 1966

Position	From	To
Assistant Director	10 months	12 months
Supervisor	11 months	12 months
Assistant Supervisor	11 months	12 months
Coordinator	11 months	12 months
Senior High School Principal	10½ months	11 months
Junior High School Principal	10½ months	10-3/4 months
Counselor	10 months	10½ months
Psychologist	10 months	12 months

** Annual ratios. These annual ratios have remained unchanged since they were implemented.

APPENDIX H

VARIOUS CRITERIA REGARDING SALARIES FOR ST. PAUL PUBLIC SCHOOL PERSONNEL PAID ON A RATIO BASIS

1969-70

Position	Ratio	Length of Work Year	Degree	Salary	Experience Differential If Eligible
Deputy Supt.		233 days		$30,472	(Position Vacant)
Asst. Supt.		233 days	MA + 22½	27,726	Salary set by Board 8/25/69
		"	"	"	
		"	"	"	
Director	1.80	233 days	MA + 22½	24,200	20 yr. Diff.
		"	MA + 22½	24,500	25 yr. Diff.
		"	MA	23,900	25 yr. Diff.
		"	Ph.D	25,200	
		"	BA + 22½	21,240	
		"	MA	23,400	
		"	Ph.D	25,200	
		"	MA + 22½	24,500	25 yr. Diff.
Associate Director		233 days	Ph.D	24,000	Salary set by Board 10/21/69
Asst. Director	1.70	233 days	Ph.D	23,920	
		"	BA + 45	20,910	
Supervisor	1.50	233 days	Ph.D	21,360	
		"	MA	19,560	
		"	Ph.D	21,560	20 yr. Diff.
		"	BA + 45	18,450	
		"	MA	20,060	25 yr. Diff.
		"	MA + 22½	20,360	20 yr. Diff.
		"	MA + 22½	20,360	20 yr. Diff.
		"	MA	19,760	20 yr. Diff.
		"	MA + 22½	20,160	
		"	BA + 22½	17,700	
		"	MA + 22½	20,360	20 yr. Diff.
		"	MA	20,960	20 yr. Diff. and $1,200 extra for extra work
		"	MA + 22½	18,097.50	11th step on schdl.
		"	BA + 67½	19,560	
		"	MA + 22½	20,160	
		"	Ph.D	18,540	10th step on schdl.
		"	MA + 22½	20,160	
		"	MA + 22½	20,160	
Asst. Supervisor	1.375	233 days	No Deg.	13,612.50	
			MA	18,460	25 yr. Diff.

APPENDIX H (continued)

Position	Ratio	Length of Work Year	Degree	Salary	Experience Differential If Eligible
Coordinators	1.43	233 days	MA	$16,302	10th step on schdl.
		"	MA	18,304	12th step on schdl.
		"	MA + 22½	19,264	
		"	BA	16,674	
		"	MA + 22½	19,264	
		"	BA + 67½	18,664	
		"	MA	18,664	
		"	MA + 22½	19,264	
		"	MA + 22½	19,264	
		"	MA + 22½	19,264	
		"	MA	18,664	
		"	MA + 22½	19,264	
		"	MA	18,864	20 yr. Diff.
		"	MA	18,864	20 yr. Diff.
		"	MA	18,664	
		"	MA + 22½	19,264	
		"	MA	15,444	9th step on schdl.
		"	MA + 22½	19,264	
		"	Spec. Deg.	16,284	9th step on schdl.
		"	BA + 22½	16,874	
		"	MA	14,249	10th step on schdl.
		"	BA	16,159	
Senior Hi Principals	1.54	202 days	MA + 22½	20,792	20 yr. Diff.
		"	MA + 22½	21,092	25 yr. Diff.
		"	MA + 22½	21,092	25 yr. Diff.
		"	MA + 22½	20,792	20 yr. Diff.
		"	MA + 22½	20,792	20 yr. Diff.
		"	MA + 22½	20,792	20 yr. Diff.
		"	MA	20,042	
		"	MA + 22½	20,792	20 yr. Diff.
		"	MA + 22½	20,592	
		"	MA + 22½	20,792	20 yr. Diff.
Junior Hi Principals	1.50	197 days	MA + 22½	20,260	20 yr. Diff.
		"	MA + 22½	20,260	20 yr. Diff.
		"	MA + 22½	20,260	20 yr. Diff.
		"	MA + 22½	20,560	25 yr. Diff.
		"	MA + 22½	20,260	20 yr. Diff.
		"	MA + 22½	20,260	20 yr. Diff.
		"	MA + 22½	20,560	25 yr. Diff.
		"	MA + 22½	20,260	20 yr. Diff.
		"	MA + 22½	20,260	20 yr. Diff.
Asst. Sec. Principals	1.32	192 days	MA + 22½	17,936	20 yr. Diff.
		"	Spec. Deg.	18,261	
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	18,236	25 Yr. Diff.
		"	MA + 22½	17,736	
		"	MA	17,411	20 yr. Diff.
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA	17,411	20 yr. Diff.

APPENDIX H (continued)

Position	Ratio	Length of Work Year	Degree	Salary	Experience Differential If Eligible
Asst. Sec. Principals (continued)	1.32	192 days	MA + 22½	$17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA	17,211	
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	17,936	20 yr. Diff.
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	17,736	
		"	MA + 22½	17,936	20 yr. Diff.
Elementary Principals	1.37	192 days	BA + 45	12,439.50	(6th step on schdl. (2 schools
		"	BA + 67½	17,851	20 yr. Diff.
		"	MA + 22½	18,691	2 schools
		"	MA	17,851	
		"	MA	18,051	20 yr. Diff.
		"	MA	18,166	2 schools
		"	MA	17,851	
		"	BA	15,481	
		"	MA + 22½	18,691	2 schools
		"	MA + 22½	18,691	2 schools
		"	MA	18,166	2 schools
		"	MA + 22½	18,576	20 yr. Diff.
		"	MA	15,207	10th step on schdl.
		"	BA	15,796	2 schools
		"	MA + 22½	18,576	20 yr. Diff.
		"	MA + 22½	18,376	
		"	BA	15,481	
		"	MA	18,666	(2 yr. Diff. (2 schools
		"	MA + 22½	18,576	20 yr. Diff.
		"	MA + 22½	18,876	25 yr. Diff.
		"	Ph.D	19,741	2 schools
		"	MA	18,351	25 yr. Diff.
		"	MA + 22½	18,576	20 yr. Diff.
		"	Spec. Deg.	18,568	12th step on schdl.
		"	Spec. Deg.	19,101	20 yr. Diff.
		"	MA	18,051	20 yr. Diff.
		"	Spec. Deg.	16,458	10th step on schdl.
		"	MA + 22½	18,376	
		"	MA + 22½	18,376	
		"	BA + 67½	18,351	25 yr. Diff.
		"	MA + 22½	18,376	
		"	MA + 22½	18,376	
		"	MA	18,366	20 yr. Diff.
		"	MA	17,693.50	2 schools

APPENDIX H (continued)

Position	Ratio	Length of Work Year	Degree	Salary	Experience Differential If Eligible
Elementary Principals (continued)	1.37	192 days	BA + 67½	$18,051	20 yr. Diff.
		"	MA + 22½	18,376	
		"	MA + 22½	18,876	25 yr. Diff.
		"	MA	18,351	25 yr. Diff.
		"	MA + 22½	18,876	25 yr. Diff.
		"	MA + 22½	18,876	25 yr. Diff.
		"	MA	17,851	
		"	MA + 22½	18,891	(20 yr. Diff. (2 schools
		"	MA	18,351	25 yr. Diff.
		"	BA + 67½	18,351	25 yr. Diff.
		"	MA + 22½	18,576	20 yr. Diff.
		"	MA	17,851	
		"	BA + 22½	16,166	
		"	BA + 22½	16,166	
		"	MA	18,351	25 yr. Diff.
		"	BA + 22½	16,166	
Counselors	1.10	192 days	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	15,540	25 yr. Diff.
		"	MA	14,395	11th step on schdl.
		"	MA + 22½	11,233.75	7th step on schdl.
		"	MA	14,080	12th step on schdl.
		"	MA	11,220	8th step on schdl.
		"	MA + 22½	15,120	20 yr. Diff.
		"	Spec. Deg.	15,445	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	15,420	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	15,120	20 yr. Diff.
		"	MA + 22½	14,920	
		"	MA + 22½	15,120	20 yr. Diff.
		"	MA + 22½	14,920	
		"	BA + 67½	14,395	
		"	MA + 22½	14,920	
		"	MA + 22½	15,120	20 yr. Diff.
		"	MA + 22½	14,605	12th step on schdl.
		"	MA	14,395	
		"	BA + 67½	14,895	25 yr. Diff.
		"	MA + 22½	15,420	25 yr. Diff.
		"	MA + 22½	13,727.50	11th year on schdl.
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	

APPENDIX H (continued)

Position	Ratio	Length of Work Year	Degree	Salary	Experience Differential If Eligible
Counselors (continued)	1.10	192 days	MA + 22½	$15,420	25 yr. Diff.
		"	MA	14,895	25 yr. Diff.
		"	MA	14,395	
		"	MA	13,667.50	11th yr. on schdl.
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	15,420	25 yr. Diff.
		"	MA + 22½	15,120	20 yr. Diff.
		"	BA + 67½	14,395	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA + 22½	14,920	
		"	MA	13,255	11th step on schdl.
		"	MA	12,540	10th step on schdl.
School Social Worker	1.04	182 days	MA + 22½	14,112	
		"	MA + 22½	14,112	
		"	MA + 22½	10,908	8th step on schdl.
		"	MA + 22½	14,112	
		"	MA + 22½	14,112	
		"	MA + 22½	14,112	
		"	MA + 22½	14,112	
		"	MA + 22½	12,982	11th step on schdl.
		"	MA + 22½	13,812	12th step on schdl.
		"	MA + 22½	12,982	11th step on schdl.
		"	BA + 45	13,292	25 yr. Diff.
		"	BA + 67½	13,612	
		"	BA	11,752	
		"	MA + 22½	14,112	
		"	MA + 22½	11,582	9th step on schdl.
		"	MA + 22½	14,112	
		"	MA + 22½	14,612	25 yr. Diff.
		"	MA + 22½	13,962	12th step on schdl.
		"	MA + 22½	12,256	10th step on schdl.
		"	MA + 22½	10,908	8th step on schdl.
		"	MA + 22½	12,619	10th step on schdl.
		"	MA + 22½	11,582	9th step on schdl.
		"	BA	11,752	
		"	MA + 22½	12,982	11th step on schdl.
		"	MA + 22½	14,112	
		"	MA + 22½	11,582	9th step on schdl.
		"	MA + 22½	14,112	
		"	MA + 22½	12,256	10th step on schdl.
		"	MA + 22½	10,338	7th step on schdl.
		"	MA + 22½	12,982	11th step on schdl.
		"	MA + 22½	11,582	9th step on schdl.

APPENDIX H (continued)

Position	Ratio	Length of Work Year	Degree	Salary	Experience Differential If Eligible
Psychologist	1.15	202 days	MA + 22½	$13,951.25	10th step on schdl.
		"	MA + 22½	12,420	9th step on schdl.
		"	Ph.D	16,700	
		"	MA + 22½	15,600	
		"	MA + 22½	10,244	(8th step on schdl. (4/5 time
		"	MA + 22½	4,680	(3rd step on schdl. (1/2 time
		"	MA + 22½	15,600	
Consultant I	1.25	233 days	BA	14,125	
		"	MA + 22½	17,460	25 yr. Diff.
		"	MA	10,625	4th step on schdl.
		"	BA	9,500	4th step on schdl.
		"	MA	14,656.25	10th step on schdl.
		"	BA	14,125	
		"	MA	16,360	
		"	BA + 22½	14,750	
		"	BA	14,125	
		"	BA + 22½	14,750	
		"	BA	14,125	
		"	MA	12,750	9th step on schdl.
		"	BA	14,125	
		"	BA	12,062.50	10th step on schdl.
		"	BA + 22½	14,921.88	11th step on schdl.
Consultant II	1.32	233 days	MA + 22½	17,856	
		"	MA + 22½	17,856	
		"	BA + 45	11,913	7th step on schdl.
		"	MA + 22½	17,856	
		"	MA + 22½	17,856	
		"	MA + 22½	17,856	
		"	BA + 45	16,736	25 yr. Diff.
		"	MA + 22½	17,856	
		"	MA	17,256	
Consultant III	1.38	233 days	MA + 22½	18,624	
Consultant IV	1.44	233 days	MA	15,552	10th step on schdl.
		"	Ph.D	20,592	
Consultant VI	1.57	233 days	MA	20,656	20 yr. Diff.
		"	MA + 22½	21,256	20 yr. Diff.
			Ph.D	22,256	
			Ph.D	22,256	
Consultant VII	1.63	233 days	Ph.D	23,024	
Consultant VIII	1.70	233 days	MA + 22½	22,720	